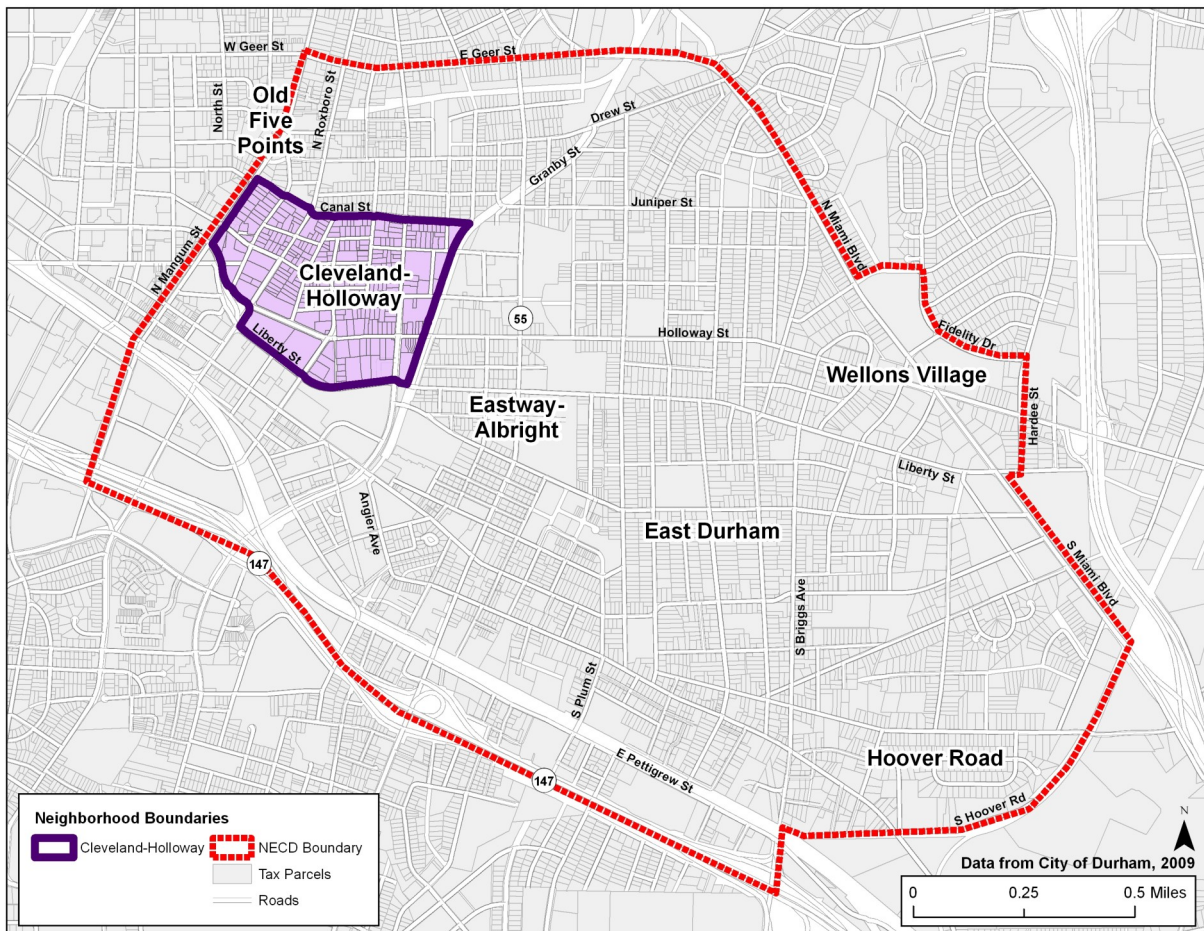


Cleveland-Holloway Neighborhood Plan



Prepared by:
Elina Bravve
Matthew Dudek
Monica Leap
Ashley Yingling
Leadership Council Neighborhood Contact: Jarvis Martin
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Part I: Contextual & Background Data

History

After the incorporation of the city of Durham in 1869, the roads to Roxboro and Raleigh grew in residential development. In the late nineteenth century, tobacco merchants and influential townspeople built homes in this part of town due east of downtown. Dillard Street became known as “Mansion Row” and the surrounding neighborhood was named “Cleveland-Holloway” after its western and southern boundaries.

Around the turn of the century, this neighborhood predominately housed Greek and Jewish families that had been brought south to work in the factories. For a number of years the Beth-El Synagogue was on the corner of Queen and Holloway, but it has since moved to the Trinity Park Neighborhood. Residents were able to do most of their shopping in Little Five Points at the intersection of Mangum and Cleveland Streets, or at the nearby grocer located at 613 Holloway Street.

According to the Durham Technical Institute’s 1981 *Inventory of the Cleveland Avenue Holloway Street Neighborhood*, people began to see elements of decline between 1945 and 1950. According to a resident interviewed for the report, half of the Greeks had moved away by 1965 and the Jews had moved away even earlier during the 1940s. During the post-World War II era, more homes were “converted to apartments and rental properties for lower income citizens.” The homes deteriorated and the community grew increasingly poor throughout the sixties. However, the adoption of the 1987 Historic District Preservation Plan that targeted lots along Cleveland and Holloway Streets rekindled interest in the homes of the neighborhood (City of Durham, 1987). Today, an active neighborhood association and strong community-oriented blog presence indicate promise amid persisting signs of poverty.

Geographic Boundaries

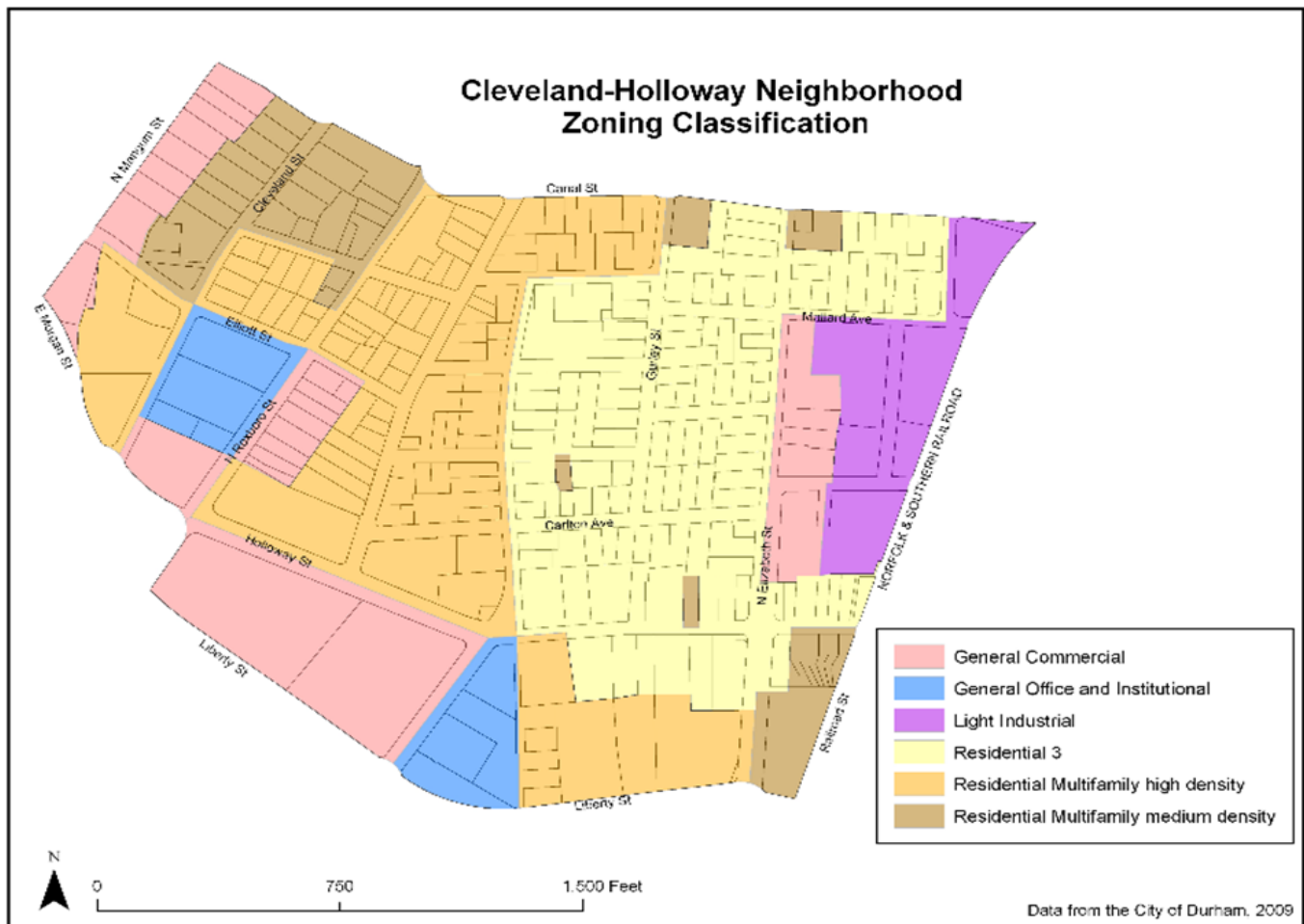
The current neighborhood boundaries were published in the Cleveland-Holloway Neighborhood Plan, prepared by the Cleveland-Holloway Neighborhood Association in 2007 and 2008. During that time, the neighborhood held meetings to discuss problems and priorities. Boundaries include Canal Street to the north of the neighborhood and Liberty Street to the south. In addition, Mangum Street marks the western boundary and railroad tracks mark the east.

Zoning

Within Cleveland Holloway, much of the land is zoned residential and single-family. The land on the eastern side of the neighborhood is zoned for Residential 3. On the western side, there is land zoned for residential multi-family

high density usage. Many of the homes here are duplexes. There is some land zoned for commercial on the edge of

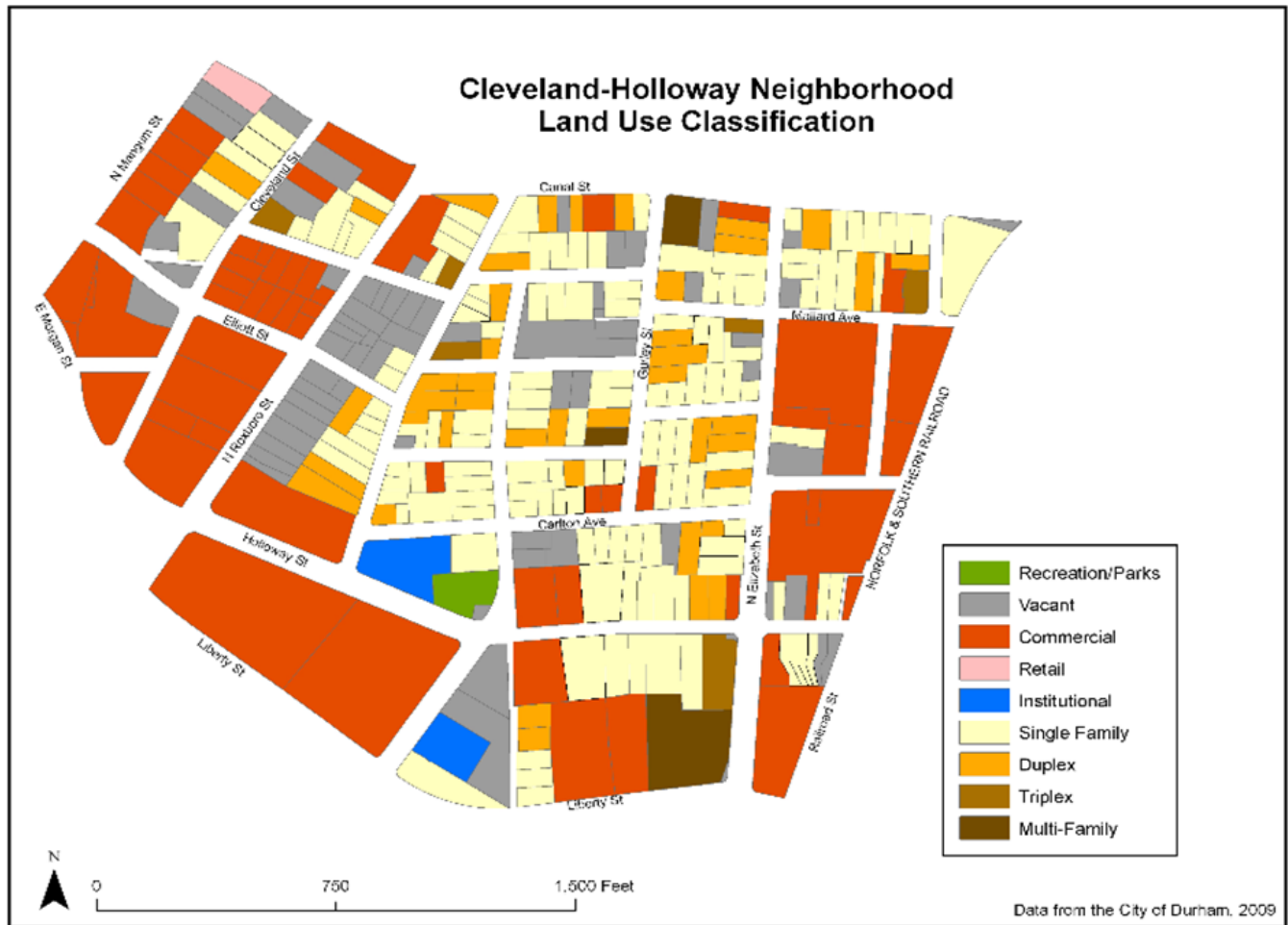
Figure 1: Cleveland-Holloway Zoning Classifications



the neighborhood, primarily along Mangum, Elizabeth and Holloway Streets. Finally, adjacent to the railroad, there is land zoned for light industry. **Figure 1** above demonstrates the zoning in the neighborhood.

Current land use, full details of which are depicted in **Figure 2**, includes commercial usage on the edge of the neighborhood. This reflects the presence of organizations such as TROSA, a non-profit workforce development organization which provides moving services, and SEEDS, the local urban gardening outreach organization. Vacant lots are a persistent problem within the neighborhood, offering unprotected space for criminal activity, as well as dragging down the value of adjacent properties. Abandoned lots are present throughout the neighborhood. While a look at the map indicates there are many single family homes in Cleveland Holloway, there are also many rental duplexes. There is no retail and only a single park in the neighborhood. This suggests that residents have few recreational and job opportunities within the neighborhood and must travel to access grocers and other retailers. This challenge affects all residents, particularly those without access to cars.

Figure 2: Cleveland-Holloway Land Use Classifications



Demographics

Total Population

The total population in the Census Block Group used to approximate the Cleveland-Holloway neighborhood increased by 22.7% between 1990 and 2000, from 1712 to 2101. However, the most dramatic change in racial demographics in Cleveland Holloway has been the increase in the Hispanic population from 0.5% in 1990 to 25% in 2000. The overall Hispanic population has grown 5800%, following a statewide trend. This is in large part due to the fact that there were only nine Hispanics living in the neighborhood in 1990. The Hispanic population is more concentrated in this neighborhood, with 25% of total population in Cleveland Holloway, compared to 8.6% of Durham's population. Additionally, the white population has declined a significant 38%, while the black population declined 5%.

Between 1990 and 2000, the age profile of this area has changed dramatically. In these years, the 65 and older category has declined by 27%, while the 20 to 34 category has increased by 51.3%. This shift indicates that retirees have moved out, and early to mid-career adults have begun to move in. Additionally, the number of children 19 years and younger has increased by 35.4%. Families with young children can be a significant asset to the community, as they have a strong incentive to live in a safe, stable community.

Education

The number of adults over 25 years without a high school diploma declined from 68% to 49% between 1990 and 2000. The most dramatic change was the number of graduate or professional degrees, increasing from 1.1% to 4.6% of the population. Overall, educational attainment has improved in all areas, with more earned diplomas and degrees. This improvement, however, was not evenly distributed among the racial groups in the neighborhood. The white population saw a 28% increase in adults without the lowest amount of education as well as an increase from 0% to 10.8% with the highest amount of education. The black population experienced the opposite trend, with the number of adults with an education level below the ninth grade falling by 65% and significant increases in high school diplomas and the number of individuals going to college and getting degrees. The Latino population

Figure 3: Cleveland-Holloway Demographics

Demographic Information	Cleveland-Holloway 1990	Cleveland-Holloway 2000	% Change 1990-2000	Northeast Central Durham 2000	% of NECD	City of Durham 2000	% of Durham
Population	1712	2101	22.72%	24848	100.00%	187035	100.00%
Race/Ethnicity							
African-American	1502	1429	-4.86%	18035	72.58%	81937	43.81%
Hispanic	9	531	5800.00%	4279	17.22%	16012	8.56%
Asian	-	1	-	47	0.19%	6815	3.64%
White	184	115	-37.50%	3694	14.87%	85126	45.51%
American Indian/Native American	17	10	-41.18%	107	0.43%	575	0.31%
Age							
0-19	492	666	35.37%	8533	34.34%	49742	26.60%
20 to 34	392	593	51.28%	6865	27.63%	57041	30.50%
35 to 54	399	490	22.81%	6299	25.35%	51125	27.33%
55 to 64	144	144	0.00%	1330	5.35%	11712	6.26%
Over 65	285	208	-27.02%	728	2.93%	17415	9.31%

Source: US Census Bureau, Census 1990 and 2000, SF1

was not significant enough to estimate these numbers in 1990, though it contributed the largest number of graduate or professional degrees as well as the largest number of adults who have not been educated beyond the ninth grade.

The data indicates a generally low level of educational attainment in Cleveland-Holloway when compared with Durham County. It also reveals significant disparities within racial categories, as well as disparities from one educational category to the next. This can be seen as an opportunity, however, as it will provide chances for mentoring and outreach within the neighborhood.

Employment Status

Unemployment rates declined slightly between 1990 and 2000, staying just over 10%. While the number participating in the labor force has increase by 8.1%, the labor force participation rate has declined by 5.1% to 42.8%. It is difficult to understand why the labor force participation rate has declined although it implies that potentially the biggest reason unemployment has declined is because discouraged workers could not find jobs.

Figure 4: Cleveland-Holloway Educational Attainment by Race

Educational Attainment	1990	% of Total	2000	% of Total	% Change 1990 -2000
Black Population					
Less than 9th grade	316	33.55%	110	12.06%	-65.19%
9th to 12th grade, no diploma	298	31.63%	263	28.84%	-11.74%
High school graduate	210	22.29%	306	33.55%	45.71%
Some college, no degree	89	9.45%	167	18.31%	87.64%
Associate degree	21	2.23%	42	4.61%	100.00%
Bachelor's degree	0	0.00%	15	1.64%	-
Graduate or professional degree	8	0.85%	9	0.99%	12.50%
<i>Total</i>	<i>942</i>	<i>100.00%</i>	<i>912</i>	<i>100.00%</i>	<i>-</i>
White Population					
Less than 9th grade	40	33.33%	51	45.95%	27.50%
9th to 12th grade, no diploma	35	29.17%	15	13.51%	-57.14%
High school graduate	30	25.00%	21	18.92%	-30.00%
Some college, no degree	8	6.67%	12	10.81%	50.00%
Associate degree	7	5.83%	0	0.00%	-100.00%
Bachelor's degree	0	0.00%	0	0.00%	-
Graduate or professional degree	0	0.00%	12	10.81%	-
<i>Total</i>	<i>120</i>	<i>100.00%</i>	<i>111</i>	<i>100.00%</i>	<i>-</i>
Latino Population					
Less than 9th grade	-	-	157	62.30%	-
9th to 12th grade, no diploma	-	-	42	16.67%	-
High school graduate	-	-	24	9.52%	-
Some college, no degree	-	-	3	1.19%	-
Associate degree	-	-	0	0.00%	-
Bachelor's degree	-	-	0	0.00%	-
Graduate or professional degree	-	-	26	10.32%	-
<i>Total</i>	<i>-</i>	<i>100%</i>	<i>252</i>	<i>100%</i>	<i>-</i>

Source: US Census Bureau, Census 1990 and 2000, SF3

Families

The number of families with children declined between 1990 and 2000 by 8%. The age demographics illustrate an overall increase in the number of children in the neighborhood, reflecting the sizeable increase of families in the neighborhood. The majority of families with children are still single families, but the proportion of married parents did increase between 1990 and 2000. This may indicate a trend of greater neighborhood stability or potential for such a trend.

Crime

The following maps in **Figure 5 and 6** demonstrate trends related to crime in the Cleveland Holloway neighborhood between 2007 and 2008. The map in **Figure 5** demonstrates there are three crime hot spots in the neighborhood at the intersections of: 1) Holloway and N. Roxboro, 2) Holloway and Elizabeth Street and, 3) Ottawa and Oakwood. Two of the hot spots seem to be located at the edge of the neighborhood on busy street corners. The Ottawa Avenue crime hot spot is located near several homes where there was substantial drug dealing in the past, but the tenants have since been evicted.

Figure 5: Crime Hot Spots in Cleveland-Holloway

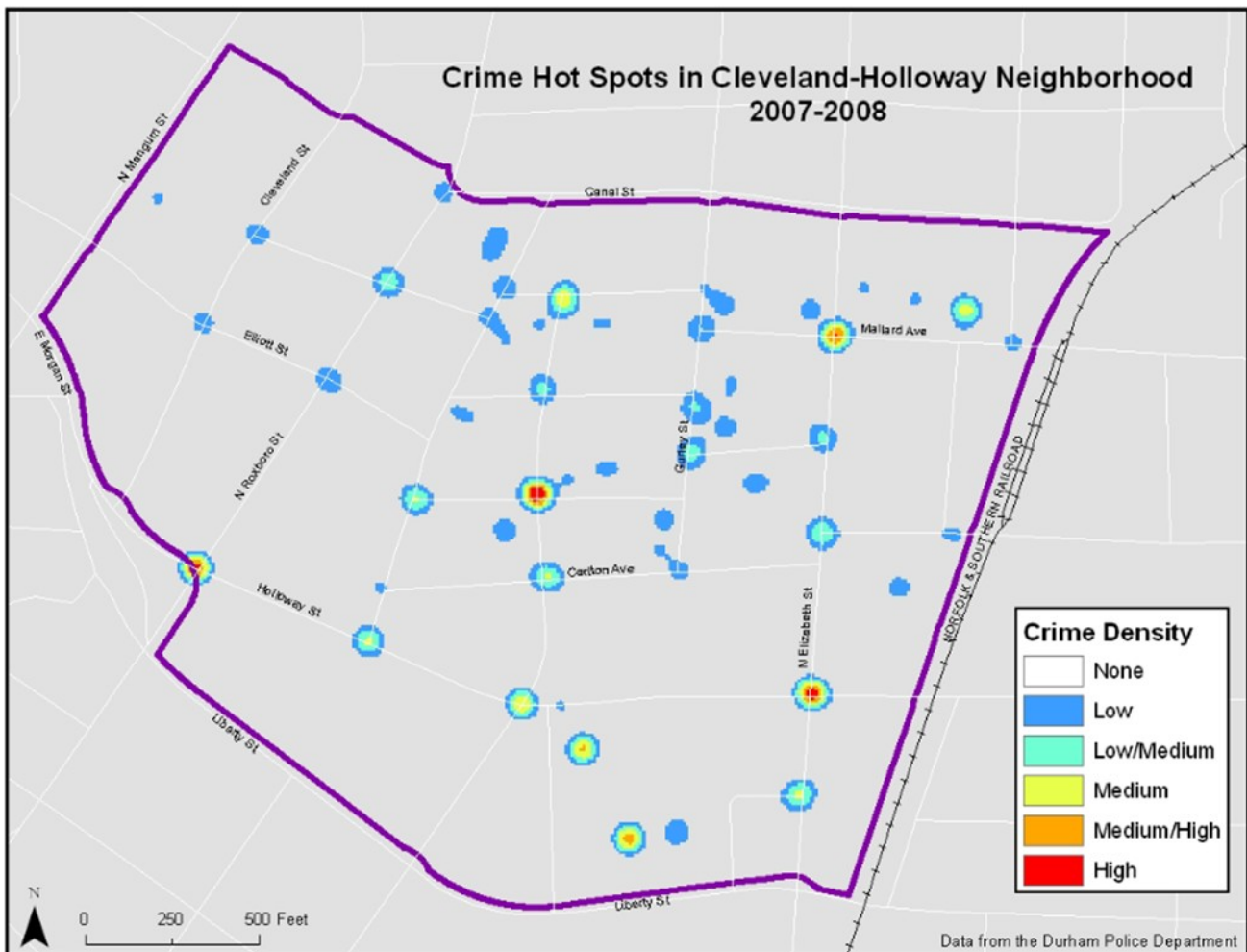


Figure 6: Incidents of Crime in Cleveland-Holloway

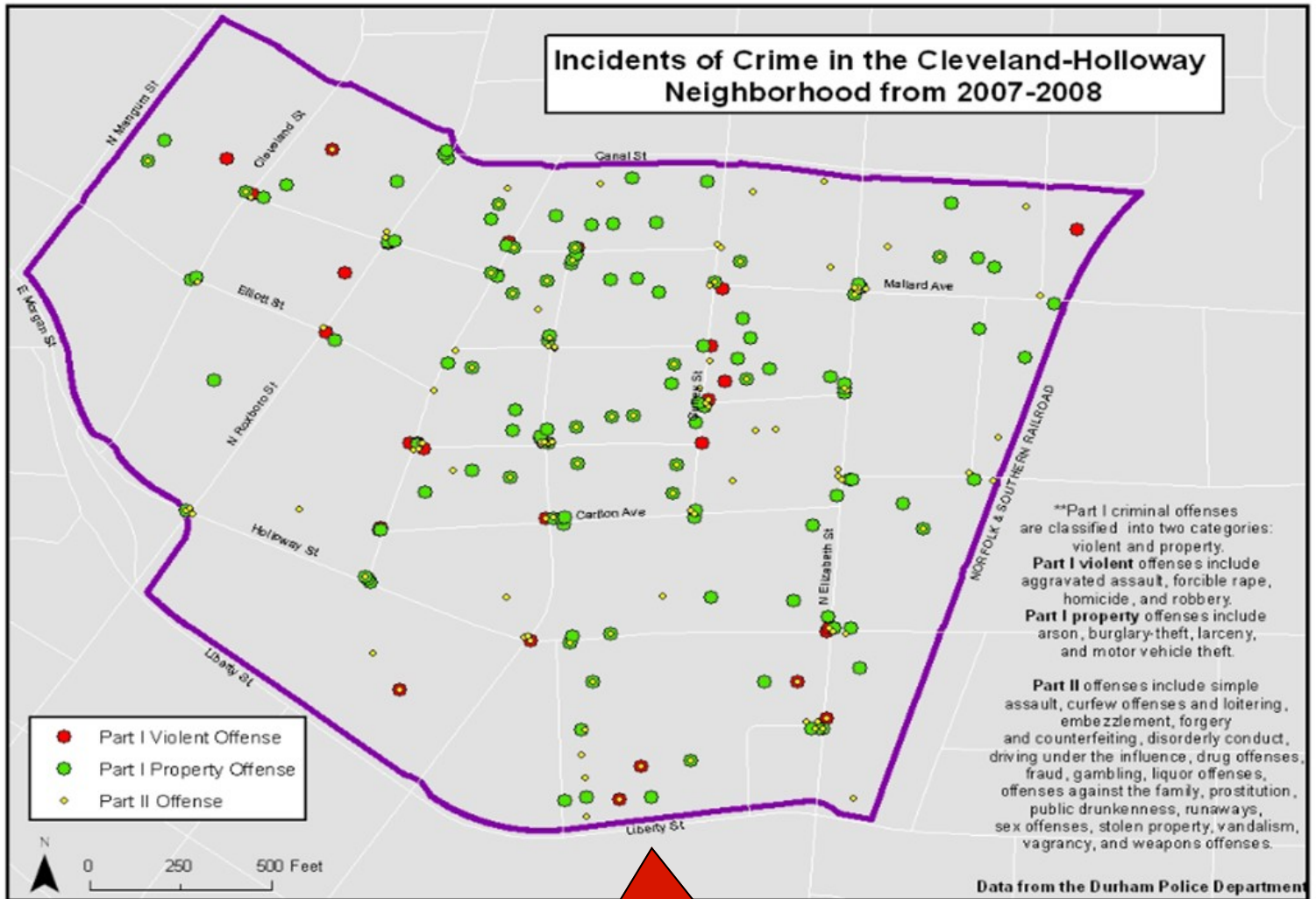


Figure 6 documents the specific crimes occurring

and depicts both violent and property offenses. Property offenses, in green, are scattered throughout the neighborhood. Small yellow dots represent Part II offenses, including drugs, and these are also scattered throughout the neighborhood. Several violent offenses occurred on Gurney Street. Overall, Cleveland-Holloway residents are an elevated risk for suffering the impact of property

Figure 7: Cleveland-Holloway Crime Statistics

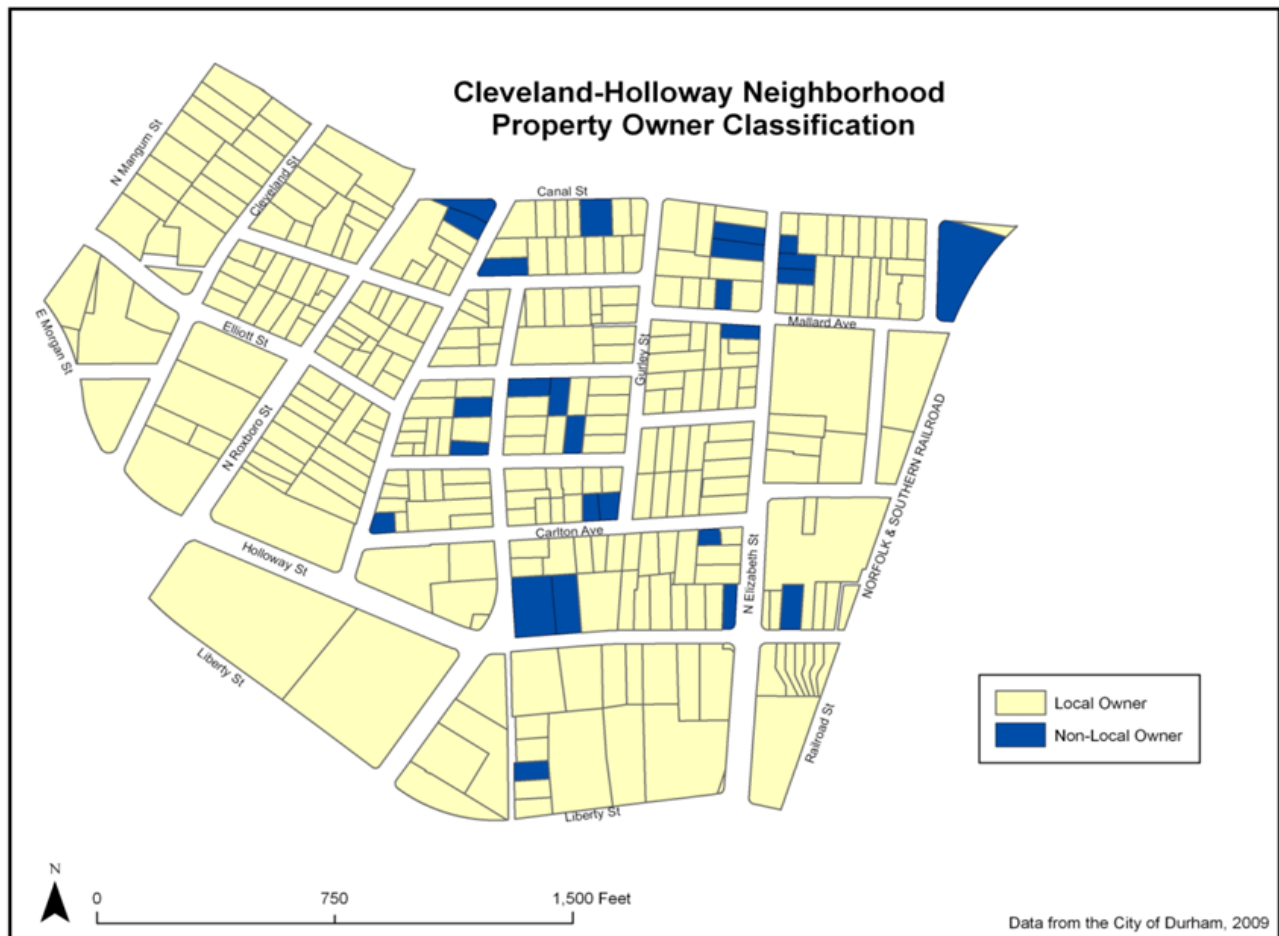
Crime	Cleveland-Holloway 2007	Cleveland-Holloway 2008	% Change 2007-2008	City of Durham
Arson	1	0	-100.00%	27
Assault	24	22	-8.33%	2,077
Burglary	53	33	-37.74%	3,481
Homicide	0	0	-	22
Larceny	41	34	-17.07%	7,351
Motor Vehicle Theft	5	8	60.00%	856
Robbery	14	15	7.14%	885
Rape	1	0	-100.00%	68
Drug Violations	23	21	-8.70%	-
Vandalism	20	28	40.00%	-

Source: Durham City Police Department

crime. Crime may be driven by drug activities in the neighborhood, and focusing in on these activities may ultimately be a key factor in curbing crime overall.

While most categories have seen a decline between 2007 and 2008, most likely due to the institution of Project Bullseye, a program to target the most crime heavy areas, motor vehicle theft and vandalism have increased in this time period, as show in **Figure 7**. Violent crimes, as indicated above, are only a small portion of the crimes. It is important to read **Figure 7** with caution. The percentage of change data reflect changes in low numbers, as with the 100% decline of incidences of rape – a drop from one incident to zero.

Figure 8: Local and Non-Local Ownership in Cleveland Holloway



Housing

The housing stock is one of Cleveland-Holloway's main assets. As of 2000, there were 722 housing units, a decline of 7.6% from 1990. Based on Census data, no homes had been built later than 1994, and 47% of housing units were over 40 years old. There is an abundance of older and historic homes in the neighborhood; nearly thirty percent are over fifty years old. Some of the units lie in a historic district, and create an appealing corridor along Holloway Street. Outside this district, many units are under renovation or have been kept in good condition. However, several units have been observed to be vacant and in poor condition, though there is a strong potential for rehabilitation for many of these. The vacant units depress property values, create unsafe properties that invite squat-

Figure 9. Housing Statistics in Cleveland-Holloway

Housing	Cleveland-Holloway 1990	Cleveland-Holloway 2000	% Change 1990-2000
Total Households	782	722	-7.67%
Household Size	3.16	2.82	-10.76%
Single Headed Householder	616	508	-17.53%
Non-family Households	61	83	36.07%
Housing Units	873	810	-7.22%
Occupancy Status			
Occupied	782	722	-7.67%
Vacant	91	88	-3.30%
Tenure Status			
Owner Occupied	57	50	-12.28%
Renter Occupied	502	642	27.89%

Source: US Census Bureau, Census 1990 and 2000, SF1

occupied housing units. The housing unit vacancy rate reached 14% in 1990, and declined to 11.3% by 2000. This remains high compared to Durham County's year 2000 rate of 6.4%. There are 24 properties owned by non-locals, or 8.4%. The remaining 263 are locally owned. There have been 8 demolitions in 2007-2008 (Neighborhood Improvement Services and Durham Tax Assessment Data).

The majority of residents are tenants, and this rate has remained steady, ranging from 83-86% of occupied units from 1990 to 2000. The Census data from 2000 also shows that 28% of renters had spent less than one year in their current residence and another 35% of renters had only spent one to five years in their current residences. The low homeownership rates and the transience of many renters in the past has been an impediment to creating a stable and healthy neighborhood. However, as was witnessed at the March neighborhood meeting, new homeowners and key long-term residents who have strongly invested in the neighborhood have been working together on neighborhood clean-up projects and to build a strong sense of community.

Economic Status

The income levels in Cleveland-Holloway have been significantly below those of the county and state.

The neighborhood's median income

ters and criminal activity, and create holes in the fabric of neighborhood. These high vacancy rates indicate the unreached potential of the Cleveland-Holloway neighborhood, with housing stock available for new residents to invest in.

Units that were not up to code and had non-local owners, see **Figure 8**, have been demolished over the years, leaving many vacant lots. These lots and vacant homes have created hotspots for criminal activity, made residents feel unsafe, and reduced the value of

Figure 10. Modes of Transportation, 1990 & 2000

Transportation	Cleveland-Holloway 1990	Cleveland-Holloway 2000	Northeast Central Durham
Percent who drive alone to work	54%	25%	73%
Percent who carpool to work	26%	45%	15%
Percent who use public transportation to work	8%	16%	4%
Number of DATA stops within 1/4 mile	-	10	DATA Routes: 2,3, 4, 9, 13, 16

Source: US Census Bureau, Census 1990 and 2000, SF3

is only 37.7% that of the rest of the county at \$16,328 in 2000. The low income levels have resulted in 36% of the population being below the poverty level, though this is an improvement over the 52% poverty rate in 1990. Income levels have remained fairly stagnant, with only an 8% increase over 10 years. As of 2000, the per capita income showed a strong disparity between the white and Asian populations and the black and Latino populations. In 1990, all groups had nearly the same per capita income. However, the white population's income grew at a much faster rate of 32.7% and had a significantly higher income than the other groups in 2000.

Transportation

There are approximately 10 Durham Area Transit Authority bus stops within one quarter mile, most within the nearby city center and along Holloway Street. While these stops do not meet all the needs of residents, the neighborhood has a strong network of carpoolers, which grew from 26% of commuters to 45% of commuters between 1990 and 2000.

Identification of Community Assets

Engaged Community. The neighborhood has a very active and well-organized neighborhood association. The membership contains both new and old owner-occupiers, renters, landlords, and property owners. Even those who cannot make regularly scheduled meetings are still informed and involved with neighborhood happenings. Some residents will make house calls to elderly residents who choose to not attend meetings after dark. Furthermore, there is a neighborhood blog and listserv for sharing information, recent events, and other discussion. In addition to the formal association, there are smaller informal networks of people in the neighborhood. One of these groups is comprised of the new homeowners within the neighborhood, a majority of which are on the 500 block of Mallard Avenue. Other groups include the Hispanic Community centred largely on Canal Street, the artists and musicians on Queen Street, and the more dispersed African American community. These informal groups offer a medium for social interaction and cohesion, as well as for shared skills and resources.

Historic Homes. Many of the homes in Cleveland-Holloway were built between 1890 and 1940. The oldest homes are located along Cleveland Street and Holloway Street, while most of the homes in the center of the neighborhood were built between 1905 and 1940. Furthermore, the corridors along Cleveland and Holloway are both recognized as National and Local Historic Districts, and the majority of the homes within the boundaries of the neighborhood have just been added to a state historic district. The majority of the homes are single story craftsman style bungalows, as well as many triple-A-roofed houses. The Queen Anne style is popular as well. The historic status of the housing stock is an asset because it attracts individuals who are more likely to rehabilitate and reuse the homes rather than tear them down and it adds to charm of the neighborhood.

Vacant Homes. While vacant homes are often considered a liability, these homes could be utilized in transitioning current renters into home-owners and they could be magnets for attracting new homeowners to the neighborhood. The value in these vacant homes is that they can aid in neighborhood stabilization by increasing owner-occupancy without displacing current residents.

External And Internal Support. There are many organizations and individuals who are invested in the success of the neighborhood. There are a number of real estate agents and developers actively bringing attention to the neighborhood and several businesses who have or who are opening in the area. Triangle Brewery and The Blooming Garden Inn have the potential to attract a diverse crowd of people to the area, and the John O'Daniel Business Incubator (a recently rehabilitated mill building on the eastern edge of the neighborhood that will offer inexpensive office space as well as help for would-be entrepreneurs) could be a catalyst in providing job training and job opportunities to the neighborhood.

Proximity to Downtown. The neighborhood is bordered by downtown to the southeast, which could attract homeowners who are interested in living close to downtown. The recent investment in downtown could also have positive spill-over effects for the neighbourhood, as new residents will be attracted to the liveliness of downtown and wish to live a walkable distance from it.

Access to Parks and Library. The neighborhood is located in walking distance to Eastend Park and the Public Library. There is also potential within Cleveland-Holloway to offer more recreational space to its residents through creative reuse of its multiple vacant lots.

Part II: Analysis of Priority Issues & Implementation Plan

Residents of Cleveland-Holloway have a myriad of concerns tied to personal safety and crime in the community. Current drug dealing and prostitution activity reduces the quality of life for existing residents, creates an undesirable environment for raising a family, and presents a major obstacle for the neighborhood to meet many its secondary and long-term goals. While crime is definitely a concrete issue in the neighborhood, it is the inflated perception of crime that contributes most significantly to the continued disinvestment in the neighborhood. Individuals employed by the city and real estate agents, who show Cleveland-Holloway to people outside the neighborhood, report uneasiness due to perceptions of crime. Outsiders do not feel comfortable purchasing property in the neighborhood as their primary residence, because they fear unstable property values due to the proximity to criminal activity. Drug dealing and prostitution have not been addressed adequately by Durham police, and the residents would like to work with the police department on initiatives to combat these issues. Finally, residents would also like to work with landlords to ensure that problematic properties in the community do not continue to harbor criminal elements.

As a result, the following is the major objective of this implementation plan:

- *Reducing crime and the perception of crime in and near neighborhood*

To achieve this, goals with short- and long-term action steps are presented in the priority matrix on the following page and explained in the subsequent implementation section. The intention is that these would lead to a reduction in crime and, consequently, increased homeownership rates in the neighborhood and other benefits for residents and the larger community. They range from physical improvements to the built environment to programs for strengthening the social and personal capital in the neighborhood. This priority issue and its action items were determined from in-depth communication and involvement with the neighborhood through group meetings and individual meetings.

Goals		Indicators			
1	A safer neighborhood	Eliminate drug dealers/prostitutes/thefts, more police presence, fewer vacant homes, increased owner			
2	Better city services	Clean creek, trash pick up, bright street lights, police presence			
3	Improved physical appearance and neighborhood identity	Historic neighborhood signs, entry way, park, utilized vacant lots, clean creek, brush cleared, strong neighborhood association			
Short-Term					
Cost	Action Item	Want/ Need	Purpose	Goals Targeted	Strategic Partners
Low	Historic signage at entryway	Want	Affirms neighborhood presence/pride and makes them	3	CD dept, hist. pres.,
Low	Historic signage over street signs	Want	Affirms neighborhood presence/pride and makes them visible	3	CD dept, hist. pres., Pres NC
Low	Brush cleared	Need	Improve neighborhood appearance, less cover for street crimes	1, 2 , 3	NIS
Low	Regular trash pick-up	Need	Improve quality of life, better health and environmental quality	1, 2 , 3	Solid Waste Management, Neighborhood Environmental Action Team (NEAT)
Low	Improved Street lighting	Need	Improve perceptions of safety and neighborhood appearance	2, 3	Public Works, Transportation Division; Homeowner's Association (identify need and petition)
Low	Build neighborhood identity with blog, tour of homes, and other ways to promote neighborhood	Want	Affirms neighborhood presence/pride and makes them visible to the outside community	3	CD dept, Downtown Durham, Preservation, Planning (Golden Leaf nominations?)
Long-Term					
Cost	Action Item	Want/ Need	Purpose	Goals Targeted	Actors
Low	More trees planted	Want	Improve neighborhood appearance and quality of life	3	General Services, Urban Forestry Division
Low	Install speed calming measures	Want	Increase safety for pedestrians and bicyclists, decrease cut-through car trips	1, 2 , 3	Public Works, Transportation Division; Homeowner's Association (identify need and petition)
Low	Clean Ellerbee Creek	Need	Improve environmental and health quality (e.g. reduce mosquitoes) and neighborhood appearance	1, 2 , 3	Storm water Services, NEAT, Ellerbee Creek Watershed Association
Low	Increase landlord accountability	Need	Encourage more responsibility among tenants, increases eyes on the street, and promotes better home maintenance	1, 2 , 3	Building Inspection, NIS
Low	Greater police presence	Need	Reduce crime, improve safety percetions	1, 2	Police Dept., Neighborhood Watch
Low	Resident/visitor parking permits	Want	Reduce crime, allows residents authority to remove dubi-	1, 2	General Services,
Low	Urban garden/Chicken coop	Want	Community Building, appearance, Quality of Life, less vacant lots	1, 2, 3	Parks & Rec, Seeds
~	Promote homeownership	Need	Increase neighborhood stability, neighborhood cohesion, home improvements	1, 2, 3	CD Dept, Durham Community Land Trust
High	Retrofit storm drain pipes to meet code	Need	Prevent property damage through flooding, improve health and sanitation	1, 2, 3	Public Works, Storm Water Services Division
High	Roxboro Entryway/dog park	Want	Improve neighborhood character and quality of life	1, 2, 3	Parks & Rec
High	Sidewalks fixed/maintained	Need	Improve health and safety, conforms to ADA requirements (especially for elderly)	2, 3	Public Works, NIS

Short-Term Priorities

Short-Term Priority 1: Trash and Brush Clearance

Goal: Reduce excessive brush that can hide criminal activity. Ensure the upkeep of public spaces and vacant lots to promote pedestrian safety and the physical appearance of the neighborhood.

Current Conditions: Cleveland-Holloway has a significant problem with overgrown and untended lots. Outsiders have used the neighborhood to dump trash. Illegal dumping is a persistent concern of neighborhood residents. Some of the dumped materials such as motor oil containers, automotive parts, televisions, and other appliances are hazardous to the soil, and the trash is unsightly. Cleaning up the lots is an important first step towards establishing Cleveland Holloway as an inviting community. The community has already organized periodic clean up days, but need the help of City government to remove large debris.

Benchmarks and Indicators: The neighborhood can estimate the percentage of lots which are problematic in terms of litter in the neighborhood. This can be an indicator, measured over time on an annual basis, of clean up efforts.

Cost and Funding: This is currently the responsibility of NIS and DPW and as such, it should be budgeted for. The neighborhood has made a commitment to help with clean-ups and clear some vegetation from sidewalks where special equipment is not necessary.

Action Steps:

1. Neighborhood needs to identify problem areas to be addressed. This can be accomplished through COMNET walkthroughs in cooperation with the city manager's office and through resident involvement at public meetings.
2. After COMNET walkthrough, prioritize problems and split responsibility between city departments and neighborhood volunteers.
3. Identify vacant "problem" lots in neighborhood, and use database to identify owners.
4. Work with NIS Department to reach out to non-local property owners and explore possible injunctive actions. The neighborhood has expressed a strong desire to avoid placing liens on houses, but vacant lots being used as dumps could have liens placed on the properties, or more .
5. Organize periodic clean-ups to address identified problems, and maintain neighborhood appearance.

Key Actors:

- *The Department of Neighborhood Improvement Services* could work in conjunction with the neighborhood on clean-ups.
- *The Department of Stormwater Services* organizes clean-up days and volunteers for different project site. Stormwater should continue to do this on a regular basis in Cleveland-Holloway and donate gloves and bags for

clean-up days.

- *Keep Durham Beautiful* organizes clean-up days, provides trash bags, gloves, and reflective vests. The neighborhood could work with Keep Durham Beautiful to organize periodic clean ups.
- *Department of Public Works* is responsible for keeping sidewalks accessible and clear of excessive dirt and vegetation. The neighborhood would like the DPW to clear, and make passable sidewalks that have been neglected for many years.

Best Practices: Under Metro Nashville's Vacant Lot Program, Metro Health inspectors survey properties that are the subject of complaints and refer violations to the Metro Beautification & Environment Commission, which then proceeds to send letters to the last-known property owner. Owners have ten days to clean up the mess; if they do not comply, they are subject to liens (added to property tax) after the city cleans up the property on their behalf. For more detail, see: <http://www.usmayors.org/bestpractices/litter/Nashville.html>

Short-Term Priority 2: Build Neighborhood Identity

Goal: Establish Cleveland-Holloway as an appealing neighborhood for existing and future residents.

Current Conditions: Cleveland-Holloway currently has a core group of active residents who have purchased and renovated homes in the community. They have a neighborhood listserv that serves as a communication tool and regular neighborhood meetings. In addition, the community has reached out to potential new residents through the establishment of an annual house/garden tour as well as a neighborhood blog. However, wider resident involvement can be a goal for the community to work towards. Specifically, the Latino and the renter community needs to be further integrated into the neighborhood organization.

Benchmarks and Indicators:

- Number of residents attending meetings
- Number of residents participating in neighborhood/community events
- Number of visitors during the annual home-tour
- Attractive signage at the Cleveland-Holloway Neighborhood entrance points

Cost and Funding: Currently, the neighborhood has used ticket sales and donations at the historic home tour to raise money for neighborhood activities. Signage will cost approximately \$500 per sign. Residents can make contributions through volunteer time. The city could also provide grants and funds for the neighborhood to host these events. The cost for these programs would be flexible based on the amount of money available.

Action Steps:

1. The neighborhood association should organize more informal neighborhood events focused on particular

demographic groups (such as sports teams, events for kids, or family-oriented barbeques).

2. The neighborhood should work with the Department of Community Development to obtain funding for new signage in the neighborhood and other mini-grant programs for neighborhood events.
3. The neighborhood blog and organization should be a repository of information regarding home purchase assistance programs and homes for sale.
4. The neighborhood should collaborate with Preservation North Carolina and Preservation Durham to save historic homes and get them listed as homes available for preservation and included on preservation home tours.
5. The neighborhood association should work with bicycle organizations and associations or other partners in the community to organize specialized bike tours through the community.
6. The neighborhood association should work with Department of Community Development to explore how community development programs might help resident renters become home-owners.

Key Actors:

- *The Department of Community Development* administers loans and affordable housing grants in the city. They are responsible for the administration of HOME and CDBG dollars from the federal government, as well as Durham's second mortgage program, which helps low-income eligible resident.

Best Practices:

- Big Shoulders Realty (Chicago) offers bike tours of neighborhoods, this provides potential home-buyers an intimate and community-oriented view of the neighborhood. See <http://bigshouldersrealty.com/things/tours.php>
- Westview Neighborhood (Atlanta, GA) has historic bungalows ,and residents here have many of the same concerns that Cleveland Holloway residents have voiced. They have a great website with homes for sale advertised, and the Vice President of the neighborhood association also offers informal tours to prospective homebuyers. They have a designated neighborhood realtor, and their website informs homebuyers about different city programs which could help them purchase a first home, as shown here, http://www.westviewatlanta.com/index.php?option=com_content&task=view&id=25&Itemid=58
- Seattle, Washington has a neighborhood matching fund. This was established to provide municipal funding and resources to foster neighborhood self-help projects. The monies offered by the city must be matched by either finances or volunteer labor of equal value from the residents of the neighborhood. The program also requires that residents be involved in the development of the project. See: <http://www.seattle.gov/neighborhoods/nmf/>

Short-Term Priority 3: Improved Street Lighting

Goal: Ensure that streets are well lit and pedestrians feel safe walking in the neighborhood at night.

Current Conditions: While there are no currently broken lights in the neighborhood, there are areas that do not have sufficient lighting. These poorly lit blocks offer a cover of darkness that attracts drug activity and other crimes. In order to discourage such activity, proper street lighting should be promptly provided.

Benchmarks and Indicators: Neighbors can identify poorly lit areas. A goal can be established in terms of the number of lights replaced/repared over the course of the year. Another goal can be to measure the number of broken lights reported. Over time, fewer street lights will be damaged.

Cost and Funding: Replacing existing streetlights is the responsibility of Duke Energy. Adding new street lights costs approximately \$1,000 each .

Action Steps:

1. Neighborhood and city need to identify poorly lit locations.
2. Residents must organize and sign a petition. Form located at http://www.durhamnc.gov/forms/works_trans_midblock_light.pdf; 51% of residents on the street needs to sign on to request.

Key Actors:

- *Department of Public Works*
- *Transportation Division*

Best Practices:

- In Philadelphia, the University of Pennsylvania partnered with community members to install new lights. The homeowners were reimbursed 50% by the university. See <http://www.upenn.edu/campus/westphilly/streets.html#UCBrite>
- The Project for Public Spaces has a website that details the various benefits of well-lit streets. This information can be used to convince the necessary public officials: http://www.pps.org/parks_plazas_squares/info/amenities_bb/streetlights

Long-Term Priorities

Long-Term Priority 1: Maintain a mixed-income community with affordable housing while promoting homeownership among current renting residents before other residents

Goal: A stable neighborhood composed of a balanced mix of homeowners and renters of mixed-income levels.

Current Conditions: The vacant properties in the neighborhood are often cited by residents as one of the main attractors of crime and delinquency to the neighborhood. They provide a location for crime and trash to gather and proliferate – diminishing quality of life for residents and discouraging people to invest in the neighborhood. The poor physical and structural condition of some vacant or rental properties continues to encourage disinvest-

ment in the neighborhood. The fact that there is a historic housing stock that can be rehabilitated and reused as homes, and the fact that there are a number of vacant homes that could be purchased by a new homeowner without displacing any individuals are assets to achieving this goal.

Benchmarks and Indicators: Number of vacant and rental units drop, homeownership rates rise, crime rates drop, frequency of landlord negligence drops, ensure all rental units meet code requirements.

Cost and Funding: Costs for these types of programs are high, however, there are various grants and programs available through the Department of Community Development, Durham Affordable Housing Coalition, and Preservation Durham (for more details, see action step #4 below). The actual program to educate prospective residents would not be expensive, as it could be a coalition of volunteer residents and paid staff from the previously mentioned departments.

Action Steps:

1. Establish and maintain cooperation with City of Durham NIS, Department of Public Services and other responsible parties to achieve this goal with minimal demolition of existing homes. Demolition should not be an option unless extenuating circumstances prohibit rehabilitation.
2. Educate rental residents about available opportunities to become homeowners through homeownership and financial literacy courses.
3. Increase education and marketing of capacity building programs and other opportunities to the neighborhood, with focuses on work force development, job training, skill-building, and mentoring, as well as program availability to minimize obstacles to stabilize employment. Examples include, but are not limited to, drug dependency alleviation, school mentoring for students, and child care opportunities. Increasing current residents' access to choice may make them more likely to become homeowners rather than renters in the neighborhood.
4. Provide complete information to all interested members of the community regarding programs to minimize the cost of purchasing a house in the neighborhood. This could take the form of a marketing campaign, first targeting current neighborhood renters.

Historic Rehabilitation Tax Credits are available and Preservation North Carolina's Professional Associates Network provides assistance for large projects. More information can be found at: <http://www.preservationnation.org/issues/rehabilitation-tax-credits/>

<http://www.hpo.ncdcr.gov/tchome.htm>

http://www.preservationdurham.org/places/tax_credit_brochure.pdf

First Time Home Buyers Programs: <http://www.dahc.org/homeownership.html>

Durham Second Mortgage Program: http://www.durhamnc.gov/departments/comdev/buy_a_home.cfm

5. Provide personal assistance to interested members of the community to aid them throughout the home buying process. Interested homebuyers should have dependable and easy access to assistance from the point when they are interested in purchasing a home to the point when they have signed a contract for a home. This support group could be composed of new residents who have recently purchased a home, members of the Durham Affordable Housing Coalition, and any other city organization with educated staff on becoming a first time home buyer. TROSA could also work with the neighborhood to educate graduates of their program on how to purchase a home.

Key Actors:

- *TROSA (Triangle Residential Options for Substance Abusers)*
- *Department of Community Development*
- *Durham Housing Authority*

Best Practices: Durham Community Land Trustees – West End Neighborhoods: DCLT decreased criminal activity to increase homeownership and created 154 units of permanently affordable housing. <http://www.dclt.org/aboutDCLT.cfm>

Long-Term Priority 2: Improve the overall appearance and maintenance of neighborhood

Goal: A neighborhood with clean, attractive, sanitary, well-utilized and well-maintained public/private land.

Current Conditions: The neighborhood currently has several infrastructure improvements that are long overdue and necessary, such as storm drain pipe dimensions that are not up to code, cracked and over-grown sidewalks that do not abide by ADA recommendations, and vacant lots and unmaintained yards covered in brush providing cover for dubious behavior. There is interest in acquiring and adapting certain vacant lots to be a dog park, neighborhood garden, or grounds for a chicken coop.

The status of the neighborhood as a Historic District is beneficial and should be duly recognized. Emphasis of this status in future housing rehabilitations would greatly reinforce the overall curbside appeal and charm of the neighborhood. Improved overall appearance and maintained public utilities in the neighborhood would attract homeowners while reducing the crime levels in the area.

Benchmarks and Indicators: A physical reduction in the inventory of needs and problem areas within the neighborhood, an increase in the number of completed neighborhood improvement projects and investments each year.

Cost and Funding:

- Contact Storm Water Services in the Department of Public Works to find costs for updating the storm drains

and infrastructure

- Many of the physical maintenance and repair needs in the neighborhood fall under the responsibilities of NIS, Community Development, and the Department of Public Works.
- NIS is responsible for maintaining the appearance of the vacant properties, as well as rental properties that are substandard.

Action Steps:

1. Designate a neighborhood resident whose duties are to be the liaison to the city and head this action group. This person would be responsible for following up with both residents and city departments about progress and future needs.
2. Identify and inventory problem areas with both images and descriptions during the summer of 2009. This can be done with both city staff and volunteers from the neighborhood.
3. Have neighborhood residents prioritize the inventory list.
4. Use allotted funds to maintain and upgrade top priorities on the list.
5. Residents should report information about a vacant house using the online form found at <http://www.ci.durham.nc.us/departments/nis/>
6. Residents can apply for Preservation Durham's Historic Plaque for renovated homes. Increase awareness of history within the neighborhood. See <http://www.preservationdurham.org/plaques/plaque.html>
7. Follow-up and check progress of initiatives and projects on a bi-annual or annual basis.

Key Actors:

- *Neighborhood Improvement Services* could work with the neighborhood to place pressure on landlords to bring rental properties up to code and could place pressure on derelict property owners to put vacant properties up for sale. These activities will have to be closely coordinated with the neighborhood to ensure the health and well being of the community. NIS also has the Neighborhood Impact team, which can partner with the community on periodic neighborhood clean-ups.
- *Department of Public Works* – The neighborhood has stormwater drainage problems, broken and impassable sidewalks, and has expressed interest in speed humps. These items are all within the purview of DPW.
- *Department of Community Development* can work with the neighborhood to educate potential homebuyers on city, state, and federal assistance for low-income home buyers in order to protect income diversity in the neighborhood, and to turn current neighborhood renters into owners which will hopefully increase the number of people invested in the neighborhood.
- *Neighborhood Environmental Action Team (NEAT)* works to help neighborhoods deal with environmental is-

sues. It works on four target areas: grease reduction through the Dept. of Water Management, Stormwater Management, Waste Reduction and Recycling, and Water Conservation.

- *Ellerbe Creek Watershed Association* helps organize creek bed and watershed clean-ups.
- *Preservation North Carolina* and *Preservation Durham* – both of these organizations can continue to work listing and promoting historic properties available for restoration to the larger community.
- *Durham Parks and Recreation* can help keep the two nearby neighborhood parks clean and operational.

Best Practices: North Charlotte (Charlotte, NC) An Historic Community Neighborhood Plan, 2005. The area was subject to a boom period, followed by decades of disinvestment. The plan first implements cosmetic improvements to the area and proceeds to invest in the buildings and surrounding area. The NoDa Charlotte area targeted in the plan is now thriving.

Long-Term Priority 3: Improve Public Safety

Goal: Creating a safe and crime-free neighborhood for a diverse population of all ages, incomes, and ethnicities.

Current Conditions: Although it appears that the Durham Police Department's Operation Bulls-eye has reduced the frequency of violent crime in the area, drug use, prostitution, and property crime continue. This affects potential homeowners' perception of the neighborhood and leaves some current residents feeling unsafe. Additionally, there is fear that, if left alone, these crimes could flare back up into more violent crime.

There is also excess speeding through the neighborhood by cars passing through and a noticeable number of outside vehicles entering and parking in the neighborhood to deal or purchase drugs. Speeding by pass-through vehicles puts all residents, especially the young and elderly at risk. According to the National Highway Traffic Association, a pedestrian has an 85% chance of death when involved in a motor/vehicle collision at 40 mph, a 45% chance of death at 30 mph, and a 5% chance of death at 20 mph. Slowing speeds will greatly improve neighborhood safety.

Cleveland-Holloway already has an active neighborhood watch program in which crimes are reported and monitored by residents. However, a stronger presence of the Durham Police Department is desired and required to effectively prevent and reduce crime. With more police visible in the neighborhood, individuals partaking in criminal activities would more likely be apprehended or discouraged from frequenting the area because of the fear of apprehension.

Benchmarks and Indicators: A reduction in the frequency of drug-dealing, prostitution, and property damage would be a clear indication of improved safety. Furthermore, a resident safety survey could be administered before any action and further down the line. A reduction in the frequency of reported incidents may not be a good

measure because of the unpredictable rate at which crimes are seen and reported. Air tubes could be laid to monitor any changes to frequency or extent of speeding on roads.

Cost and Funding: The average annual salary for a Durham Police officer is \$45,000 plus benefits; an extra officer would allow for increased patrols and would reduce the amount of overtime pay Durham spends on police officers currently. According to a Durham-issued RFP for speed bumps from February 25th, 2009, the per unit cost of ranges from \$65 to \$79. If there were more traffic and on-street parking other strategies might be successful, but in Cleveland-Holloway speed bumps are likely the most effective means of traffic calming in the neighborhood.

The cost of speed bumps are relatively negligible, although an additional police officer would be a much more sizable cost. Additional police officers, however, would be shared all across district one and would benefit more than a single neighborhood.

Timeline of Actions:

1. Reassign the Cleveland-Holloway neighborhood as PAC-5 rather than PAC-1, due to the significantly closer proximity to the PAC-5 office. The closer range would make for much more effective monitoring.
2. Increase surveillance of the area with police in cruisers, on bikes, or on foot.
3. With neighborhood input, determine hot spots to be targeted by police.
4. With neighborhood input, determine street corridors to prioritize for traffic calming measures.
5. Work with Durham Department of Public Works and the Transportation Division to assess the need and appropriateness of possible vertical treatments (i.e. chicanes, curb extensions, or roundabouts) to reduce speeding while improving the aesthetic quality of the streets. Considering the higher cost of increased police monitoring, specifically for traffic – it will be a more cost effective and longer term solution to reduce speeds with physical traffic calming measures.
6. Mandate and enforce resident parking permits for the neighborhood streets to discourage outside vehicles from parking in the area. Fines should be strictly enforced.
7. With neighborhood input, identify needs and monitor results.

Key Actors:

- *Durham Police Department*
- *Department of Public Works*
- *Transportation Division*
- *Homeowner's Association*

Best Practices:

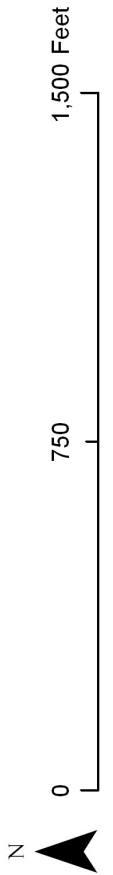
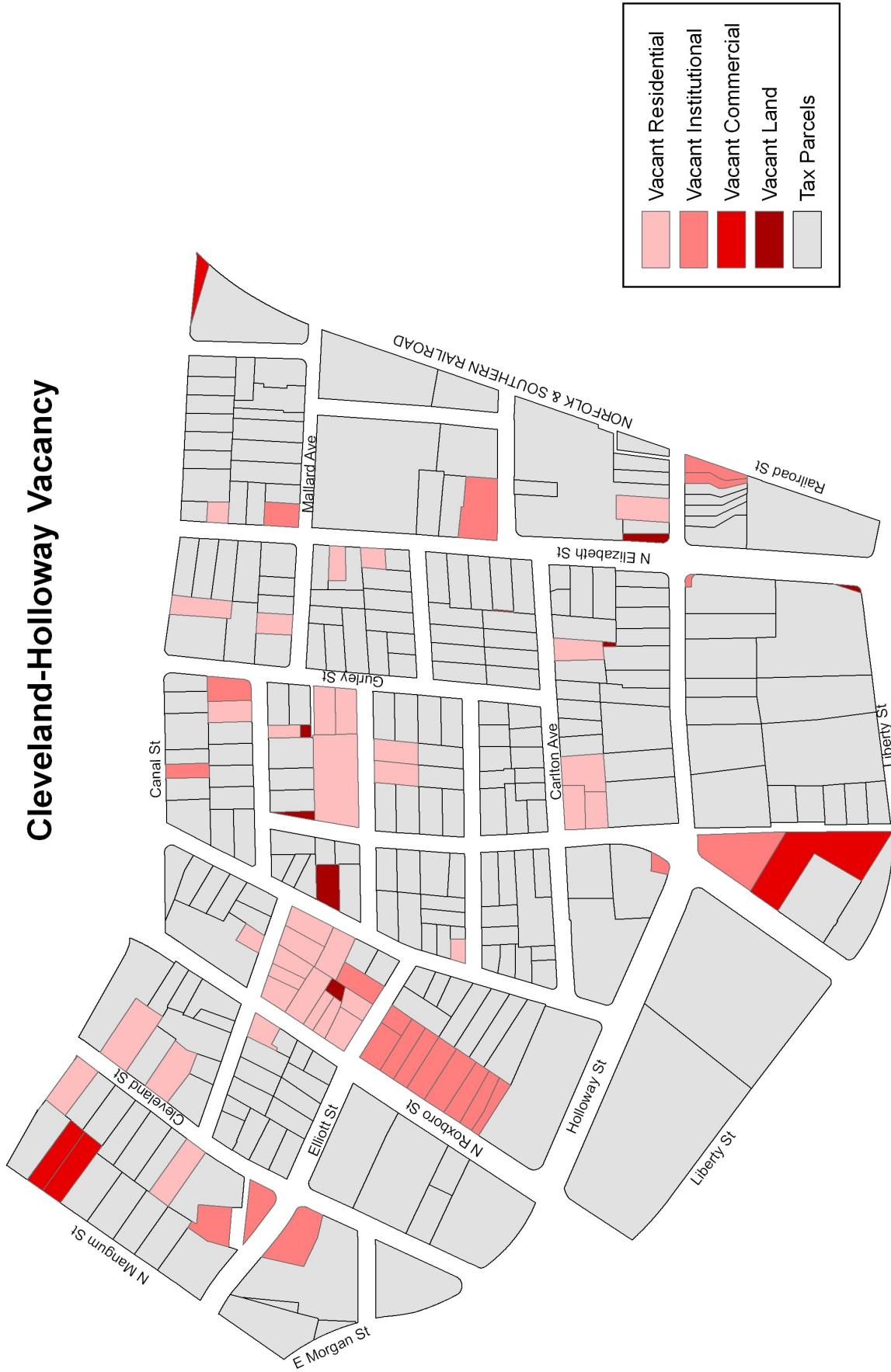
- Walkinginfo.org has an extensive list of case studies of various traffic calming measures. See Seattle, WA: [http://www.walkinginfo.org/pedsafe/casestudy.cfm?CS_NUM=56\](http://www.walkinginfo.org/pedsafe/casestudy.cfm?CS_NUM=56)
- West Palm Beach, FL for a case study on traffic calming and crime reduction: <http://www.ite.org/traffic/documents/AHA98A19.pdf>

Evaluation

The first step in monitoring the success of this neighborhood plan is to establish a baseline of current conditions with which to compare future conditions. Many of these key indicators, such as crime rates and median income, have been noted in this plan. However, some of this information is extrapolated from 2000 census data. As those figures suggest rapidly changing demographics within the neighborhood nine years prior, specifically in regards to the Hispanic population, it is likely that current demographics have shifted even further from 2000 Census data. We recommend a neighborhood specific census to accurately capture current characteristics of Cleveland-Holloway and a short survey to determine current perceptions of the neighborhood, specifically in regards to crime activity and personal safety. To minimize costs, current residents or other volunteers could be asked to implement the survey. It should be delivered to the neighborhood in its entirety and at random to city-wide residents and city departments. Annual follow up surveys should be sent out to determine if change truly is being seen.

Appendix 1: Cleveland-Holloway Vacant Parcels

Cleveland-Holloway Vacancy



Data from the City of Durham, 2009